

DOCUMENT RESUME

ED 298 247

CE 050 134

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TITLE Accessing Private Industry Council Funding.
INSTITUTION Milt Wright and Associates, Northridge, CA.
REPORT NO ISBN-0-942071-07-7
PUB DATE 87
NOTE 50p.
AVAILABLE FROM Milt Wright and Associates, Inc., 19151 Parthenia Street, Suite D, Northridge, CA 91325 (\$8.95).
PUB TYPE Guides - Non-Classroom Use (055)

EDRS PRICE MF01 Plus Postage. PC Not Available from EDRS.
DESCRIPTORS Adult Education; Federal Legislation; *Federal Programs; *Financial Support; *Fund Raising; *Job Training; Postsecondary Education; *Program Proposals; *Proposal Writing; Self Evaluation (Groups); Vocational Education
IDENTIFIERS *Job Training Partnership Act 1982; Private Industry Councils

ABSTRACT

This guide provides vocational educators and training program operators with information on how to develop, set up, and write proposals for Job Training Partnership Act (JTPA) funding. Section I presents a means by which the JTPA model can be understood and put into practice: collaboration, cooperation, and coordination. It briefly describes the JTPA funding base--what the Titles are, how the funds are allocated, for what purposes they are allocated, by whom they are allocated, and who receives the funds. Section II presents means and methods by which a self-assessment can be completed to determine if the program should propose to compete for JTPA funds. Section III focuses on preparing for a JTPA proposal. Topics include conducting a labor market survey and program review. Section IV discusses the seven steps in writing a JTPA proposal. Section V briefly addresses negotiating the proposal through the funding maze or working on approval of the proposal. Appendixes include a JTPA Trivia Quiz and a checklist for planning and writing a JTPA proposal. (YLB)

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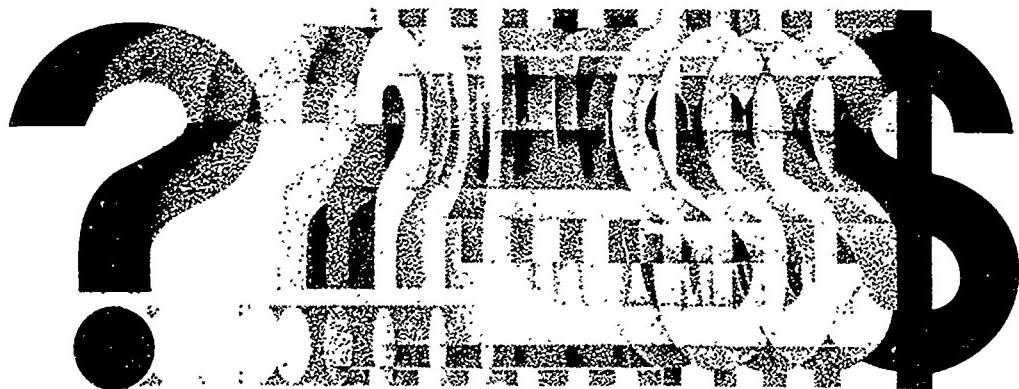
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Written by Michael Howe

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A C C E S S I N G

Private Industry Council

F U N D I N G

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ISBN 0-942071-07-7

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PRINTED AND BOUND IN THE UNITED STATES OF AMERICA

First Printing, 1987

**Published by Milt Wright and Associates
17624 Romar Street
Northridge, California 91325
(818) 349-0858**

ACKNOWLEDGEMENT

This manual is part of a project that began over three years ago. Over these years, Milt Wright and Associates has developed a series of manuals and monographs on ways to provide educators and job training professionals with better results. These have included "Paths to Entering the Job Market: Curriculum for the Vocational Classroom", "Training for Job Developers: A Supervisor's Guide", "Performance Based Placement Training Manual", and "How to Construct a Local Labor Market Survey". Without the preceding development, work, and experience it would have been impossible to produce this manual.

The original idea for writing this manual came from Ron Chandler, Vice President, Employment and Training Division, American Vocational Association. Milt Wright provided the support, background material, contacts and, most importantly, was the critic and motivator for this manual. As the principal author of many of our other manuals, Denise Bissonnette-Lamendella provided ongoing insight and material support for the project that proved to be invaluable. She provided the final editing, taking my convoluted writing and turning it into a concise and readable document. Richard Pimentel provided many of the counter points and insights of the J.T.P.A. program that gave this manual many of its practical elements.

On the practical and application levels, Bill Bruce of the Los Angeles City Employment and Training Division and Bernhard Gunther of the San Francisco Private Industry Council reviewed a draft of this manual and provided valuable input and corrections. Although all of us have worked with this system for years, they, as program administrators, provided particularly practical suggestions as it relates to how the J.T.P.A. funds are distributed.

This whole process has provided me with a much broader perspective as it relates to J.T.P.A. funding. Over the past three years, I have acted as a consultant to local SDAs. These experiences, along with the experiences of the persons mentioned above, created what I believe a truly useful manual on how to work effectively with the J.T.P.A. system.

I would like to give special acknowledgement to the following individuals who also helped to make it possible to write this manual.

Hiram J. Spurlin - Florida Department of Education
Ron Chandler - Virginia Department of Education
Dr. Jerry Moorman - Pueblo Community College
Dr. Douglas Patino - Department of Economic Security - Arizona
John DeWitt - Pensacola County Schools - Florida
Jim Boggs - SDA No. 1 - Pensacola, Florida
Rochelle Doran - Pueblo SDA - Colorado
Dr. Morgan Lewis - Ohio State University

ACCESSING PRIVATE INDUSTRY COUNCIL FUNDING

T A B L E O F C O N T E N T S

	Page
Statement of Need	1
Purpose of the Manual	3
SECTION I: An Overview of the J.T.P.A. Model	5
SECTION II: An Organizational Self-Assessment	10
SECTION III: Preparing for a J.T.P.A. Proposal	15
SECTION IV: Seven Steps in Writing a J.T.P.A. Proposal	20
SECTION V: Negotiating Your Proposal Through the Funding Maze	23
APPENDIX A - J.T.P.A. Trivia Quiz & Answer Sheet	25
APPENDIX B - J.T.P.A. Proposal/Contract Checklist	39

STATEMENT OF NEED

Daily we read in the newspapers or view on television discussions about how there is a need to develop programs that are designed to employ welfare mothers, high-risk youth, displaced workers and refugees. In fact, Senator Kennedy has proposed to link federal job training funds to persons who are long term welfare recipients. The Reagan Administration in its 1988 budget proposed to cut the national vocational education budget out entirely. Secretary Bennett justifies the cuts with the statement that the funds can easily be supplanted by private and other state funds. Issues such as these give rise to the following questions:

- What is in fact happening within the vocational education sector?
- Why is it that the resources associated with this sector are being questioned, reduced or otherwise being restructured?
- Is there a general sense that the funds available for vocational education to local educational agencies has been less effective than those funds available through other channels?
- Is there a basic lack of interest in the vocational education activities of the educational institutions as it relates to these issues?

These questions become more and more disquieting when we look at the reduction of resources generally and then look at the proposed cutbacks in funding for vocational education being supported by the national administration and many legislators.

Senator Kennedy, who has recently introduced a new bill, Jobs for Employable Individuals (JEDI), proposes to tie the Job Training Partnership Act (J.T.P.A.) funds to programs serving persons on welfare. One of the conditions of the proposed Bill will be that clients served must remain on the job for at least one full year for a contractor to receive payment for their services. Program changes on the horizon like this will undoubtedly tie more and more of the available public funds to achieved performance based outcomes. Contractors will receive funds for rendered services only when they achieve the specified outcomes. Regardless of ones attitude towards this move, all indications are that it will continue to grow. Why? Initial results appear to show that programs requiring verifiable outcomes to be achieved are proving to be more successful than the traditional training programs which are funded to provide training services without having to achieve specific outcomes.

What impact do the proposed changes have upon vocational education programs if they choose to participate in J.T.P.A. and other similar programs? To what extent will vocational education programs be able to maintain their generic academic approach to vocations, rather than becoming training institutes for local business and industry?

This issue, above all others, seems to raise the greatest concern and consternation amongst vocational educators and program operators when they are considering developing and operating programs under the J.T.P.A. guidelines. It is not the only concern, however. Others concerns include:

- the rigid adherence to standardized criteria associated with J.T.P.A.;
- the fact that J.T.P.A. funding systems seems to eliminate or discourage co-funded projects;
- having to become enmeshed in local political fights for funds and the competition between agencies that is created as a result of the need to fight for funds; and finally,
- the fluctuation of cash flow month to month since funding is based upon achieving specifiable and provable outcomes.

PURPOSE OF THE MANUAL

The purpose of this manual is to provide you with the ability to assess the extent to which the factors discussed above can be mitigated to a level that makes it both appropriate and reasonable for your program to decide to compete for these funds. Our goal is that you become "activists" in the J.T.P.A. arena in your community, not reactors.

On the practical side, it is also the purpose of this manual to provide you with a means by which to evaluate the feasibility of inserting your programs into the Job Training Partnership Act (J.T.P.A.) funding base. More importantly, we are hopeful that through understanding the basic principles outlined in this manual, you will be able to identify resources which relate to the criteria that appear to be conditional to securing additional public funding for vocational education programs in the future. It may also serve as the means by which you will be able to transfer your programs from a funding base that appears to be more feasible and maintain in future years the model we will discuss here.

Simply stated, first we will attempt to present a means by which you can understand and put into practice the J.T.P.A. model: Collaboration, Cooperation and Coordination. The 'Three C's' have defied definition over the past two years by virtue of the fact they were never defined by their authors. For many, the terms are synonymous, for others they represent a deep seated bias against the demand to work outside of a well defined environment. Conceptually, they must be understood to work within the J.T.P.A. funding arena.

Second, we will provide you with a brief description of the J.T.P.A. funding base; namely, what the Titles are, how the funds are allocated, for what purposes they are allocated, by whom they are allocated, and who receives the funds. By presenting the funding base in terms of the actual titles and how the funds are distributed you will be better able to understand the funding dynamics in which you will be engaging if you elect to compete for J.T.P.A. funds.

Third, we will present means and methods by which you can complete a self assessment to determine if you should propose to compete for J.T.P.A. funds. Desiring to access the funds is one thing, actually being able to effectively involve your organization in providing services in this arena is another. It is essential for you and your colleagues to make the choice based upon concrete evidence that your organization will be able to provide the services required by the funding base.

Fourth, you will be introduced to some methods that should prove to be useful in drawing up, writing and presenting a proposal for J.T.P.A. funding. Although the development and presentation of your proposal will have to proceed on a step-by-step basis, it is important for you and your institution to begin developing ongoing relationships within your local J.T.P.A. environment immediately. Coming up with a project, as you know, is often much easier than setting it out and presenting it to a funding agency. Rather than presenting you with a "cookbook" approach which would not be applicable in all instances, we have prepared a listing of those areas to which time and consideration should be given when preparing a response to a proposal (RFP).

It is our hope that the materials presented will not only inform but also challenge your perception of the J.T.P.A. model. Should you choose to compete for these funds, we hope that these materials will aid you in seeing how you can integrate

your organization into this funding environment by identifying your strengths, matching them with the needs of your local community, determining the extent to which these fit the J.T.P.A. funding priorities, and if so, actively and successfully competing for J.T.P.A. funds.

To test your knowledge of the J.T.P.A. legislation and administration, a copy of the "J.T.P.A. Trivia Quiz" is included Appendix "A". I suggest you acquaint yourself with J.T.P.A. by taking the quiz and then reviewing the correct answers which accompany the quiz. It also will introduce you to much of what is discussed in this manual. For those of you who have first-hand knowledge of the J.T.P.A. system, you may chose to go directly to the next section.

SECTION I: AN OVERVIEW OF THE J.T.P.A. MODEL

As most of us are aware, J.T.P.A. was developed in response to concerns about the Comprehensive Employment Training Act (CETA) model. Regardless of one's vantage point, CETA was perceived by the National Administration as a locally controlled national program that served the needs of local political interest groups. Little coordination of state and local resources was evidenced by CETA programs and as a result, yet another system or series of systems in each community developed. Consequently, J.T.P.A. was founded in 1982 with a major emphasis in providing coordinated resources to local communities.

What this meant is still being defined and articulated through practice. What J.T.P.A. provides for is that the state, through the governors office, plays a significant role in setting policy and overseeing the administration of the J.T.P.A. funds allocated to the state. To make sure that the funds would be used for the activities that were to be targeted, the J.T.P.A. authors narrowly defined the focus of the programs. One of the major foci of the original Act, as it remains today, was "On-the-Job-Training" (OJT). This was a fairly substantial shift from CETA which invested significant amounts of dollars, providing living allowances and wages for individuals while they were involved in skills training and public work. It was the general belief that CETA was too narrow, it bore witness to the national concerns but was unable to be responsive to the idiosyncrasies of the states and the communities that resided in those states.

J.T.P.A. was then developed to provide many contact points between the different political entities that needed to be involved while trying to assure that actual funding decisions would be made by a local board that was made up of a minimum of 51% private sector representatives. The Act mandates that the federal, state and local entities, both private and public, work together to develop a partnership to serve unemployed youth and adults who need job placement and training services. As written, the Act provides for priority-setting at the federal and state levels while setting out the primacy of local decision making as it relates to specific program priorities.

Obviously, implementation is a major factor to be dealt with for a J.T.P.A. program to begin. To achieve this goal, the Act calls for state and local J.T.P.A. actors to provide for and encourage coordination, cooperation and collaboration when designing and carrying out their J.T.P.A. programs. What this means is not exactly clear since the three terms were never defined in the Act. However, the Act clearly states the need for each state and local agency dealing with J.T.P.A. programs to develop a systematic procedure for making sure that resources at the state and local levels will be coordinated through cooperation and collaboration. *Coordination provides for the sharing of resources through partnerships and liaisons which maximizes the possibility of achieving desired results. Cooperation between associations and organizations on program development and implementation assures that the outcomes achieved will reflect the needs of a broad sector of the J.T.P.A. network. Collaboration appears to represent the need for all of the players to work jointly together to exchange information and provide program oversight.* In the final analysis, the local policy making body of J.T.P.A. is responsible to make sure that there is coordination, cooperation and collaboration in its plan and activities.

On the practical level, this translates into the requirement for each J.T.P.A. organization to understand and involve both the state and local political, bureaucratic and private sectors before designing and implementing a J.T.P.A. plan.

All of these sectors must be involved if a plan is to be approved by the governor in cooperation with state Job Training Council. Likewise, for a local governmental entity to support a J.T.P.A. plan they will have to be involved in the setting of local priorities. As such, J.T.P.A. represents an attempt by the national government to mandate a program which must be implemented in its entirety at the local level. The local implementation process becomes the most important first step to understand and appreciate.

Each community is served by a local Service Delivery Area (SDA) which is designated by the state. An SDA must contain at least 200,000 residents, be a state or subdivision thereof, and serve a substantial part of a labor market area. The decision as to the makeup of an SDA is made by the state governor. Once determined, SDA's must appoint a Private Industry Council (P.I.C.) whose members serve for fixed terms and represent the private (at least 51%) and public sectors (government, education, social services, vocational services, health, etc.). As a body the P.I.C. has the option of choosing a variety of administrative structures in which to operate from which are summarized below:

- a part of a larger governmental entity,
- a free standing non-profit organization,
- attached to a non-profit public or private agency, or
- organized under a for-profit business.

Regardless of the administrative structure, the SDA must function as a consortium, it is formed as an entity to act for the government. Each structure carries with it particular idiosyncrasies that effect how it will operate. Therefore, it is important to understand the structure of your SDA before developing a program.

THE J.T.P.A. FUNDING BASE

The funding base of the local SDA is derived from funds which originate at the federal level. The base is broken into several "Titles" which authorizes various job training programs and activities.

Title I provides initial funding for the local delivery system and its administration. It comes directly from the federal level to the local SDA;

Title IIA serves the training needs of economically disadvantaged adults and youth, of which 40% of the dollars in this category must be spent on services to youth;

Title IIB provides funds for summer youth employment; and,

Title III serves the training and placement needs of the dislocated worker.

Titles IIA funds are allocated to the states by the Federal Department of Labor (DOL) using a formula based upon state unemployment rates and the number of economically disadvantaged. Local SDA's receive 78% of these funds by the state using a similar funding formula as DOL. The remaining 22% is allocated as follows: 3% for training older workers; 6% for incentive grants and technical assistance; and, 8% for education and training. This 17% is distributed based upon the categorical requirements and the funding priorities set by the state. The final 5% is allocated to the state for its administration. Of the 78% monies received by

the local SDA, the funding is required to allocate not less than 70% for training, not more than 15% for services and not more than 15% for administration. The administrative costs are inclusive of both the SDA administrative costs and those of their subcontractors. Title IIB and III funds have their own formulas which are determined by the state governor.

The funding flow for Titles IIA, IIB, and III from the federal government to the program participants can be depicted as follows:

- Federal Department of Labor
- State Administrative Agency (Prime Contractor)
- Local Service Delivery Area (Contractor)
- Program Operators (Subcontractor)

The 8% monies have historically been of the most interest to vocational educators. Eighty percent of these monies goes directly to provide program services on the local level. Twenty percent may be used for state administrative and program purposes. States differ, however, with regard to which state agency administers the monies, how these funds are allocated, where the funds go in the state, and the role local education plays in setting statewide employment and training policy.

In terms of which state agency receives the 8% monies, it appears that in the majority of states, the state education agency administers these funds. The allocation of 80% of these funds to local areas is based upon either a formula, an RFP, or a combination of the two. This 80% allocation must be matched from state or local sources (cash or inkind). The remaining 20% is used for state and local administration and special projects. The funds flow directly to Local Education Agencies (LEA), SDA's and Community Based Organizations (CBO). The role played by LEA's varies greatly nationwide. It appears that depending upon the personalities of the local P.I.C.'s and LEA's, education may or may not be well represented as it relates to the policies associated with and the distribution of the local 8% monies.

A study published in April of 1986 by the Southeastern Educational Improvement Laboratory on the 8% set-aside found that states differed markedly in their distribution of these funds (Survey of the Job Training Partnership Act Eight Percent Set-Aside, Southeastern Educational Improvement Laboratory, Research Triangle Park, N.C., April 1986). The study dealt with how the 50 states dispersed and allocated the funds, and what services were provided as a result. The study found that 40 of the states put all or most of the set-aside in the state education agency for administration and dispersal. The other 10 states allocated the funds to non-educational agencies of the state. However, the actual distribution of the funds was to a variety of agencies which included local educational institutions, community-based organizations, service delivery areas (for further distribution), community colleges and other training agencies.

Rounding out the Act are Titles IV and V. Both of these Titles are administered by DOL which funds the programs based upon their priorities. (These funds are not necessarily distributed evenly across the country). Title IV provides for programs such as Job Corps, the National Commission for Employment Policy, labor market research and information, and targeted programs for native Americans, migrant farmworkers and veterans. Local SDA's can receive these funds but they usually help an applicant in advocating for funding by supporting the application.

Title V, which is better known as the Wagner-Peyser and WIN Amendment, provides for welfare earning disregards and selective service enforcement programs. These programs are outside of the purview of local SDA's, as they have little to do with the operation of training programs accept as it relates to providing better access for eligible clients.

It is important to understand and be aware of the fact that the entire Title series are available to and have been used by local educational agencies over the past several years. The fact is that the Title IIA 78% monies are often times less restrictive than the 8% monies. If an LEA is able to develop an ongoing relationship with their SDA, the LEA can and should aid in the establishment of policies and plans that will permit them to successfully compete for local 78% and 8% monies. In the past many LEA's have not been aware of the availability of and requirements for these funds. What follows should help map out a strategy for you to determine whether or not your organization should compete for these funds.

THE J.T.P.A. PERFORMANCE STANDARD SYSTEM

In order for an SDA to continue to offer funds for training over an extended period of time, it must be able to meet or exceed the Title IIA 78% Performance Standards set out by DOL. The Performance Standards provide both incentives and sanctions to the local SDA for achieving or conversely missing their goals. The intent of the Act is to provide a return on the "investment".

The Performance Standards are based upon serving participants with particular characteristics and providing them with employment opportunities which will remove them from welfare or from being at risk. Once set, the Performance Standards cannot be changed more often than once every two years.

For SDA's that exceed their Performance Standards, they receive incentives from the 6% monies that is allocated to the state. The state is also empowered to use other funds as incentives for SDA's that exceed their Performance Standards. For SDA's that fall below their targets, funds from the same 6% set aside allow the SDA to provide technical assistance. If the problem persists over two consecutive years the state can restructure the SDA, prohibit the use of particular service providers, select an alternate administrative entity, and/or make other changes to improve the performance of the SDA.

REQUIRED OPERATIONS AND SERVICES

Organizations considering operating a program funded with J.T.P.A. dollars will have to appreciate the fact that certain operational and service requirements exist. These include client eligibility requirements, client management responsibilities, provision of supportive services, employment development, employment follow-up and marketing to employer groups. The philosophy behind these requirements is quite consistent with the J.T.P.A. program. The original authors of the Act believed that training and/or placement services were not enough. There had to be a commitment on the part of the local service network to provide coordinated services which would include:

- targeting particular communities within a geographic area;
- assessing their aspirations and needs;

- assessing the needs of the local labor market;
- providing services which were consistent with these needs;
- making sure that at the point a participant was placed that there would be sufficient follow-up, both frequency and duration, to maximize the chances for a successful placement in long-term employment.

The need to target particular populations within communities was evident in the CETA program. J.T.P.A. conditioned these same requirements with the need for the local service delivery area to continually re-evaluate their service area in terms of the populations that were in need. Consequently, for most of the programs, fairly rigid requirements exist regarding the need to serve particular populations.

Identifying the local population that must be served is not enough. A program which can be considered for funding must provide a client management system which includes outreach services, intake and eligibility determination (if it is not provided by the SDA), orientation for potential participants, comprehensive assessment of client needs and aspirations, and ongoing counseling before, during the after placement.

To provide services which are directed at the participant only does not take into account the needs the client may have outside the development of skills and employment opportunities. Therefore, all J.T.P.A. programs must provide for support services which participants may need if they are to successfully complete the program. Support services such as child care, transportation, counseling, tools and the like are often required if a participant is to fully benefit from the direct services offered through many training and placement programs. Support services provide emergency and on-going assistance which will ameliorate those conditions which may block a participant from successfully completing a program.

Programs designed to train or place participants in particular positions must, by definition, provide suitable employment opportunities for those who achieve the requisite competencies. Activities such as job search assistance, on-the-job-training, interviewing, resume writing on the participant side and job development with employers which emphasize program and employee accountability, responsiveness, quality control and follow-up are essential if a program is to achieve the goals that will be required. This means that programs will need to make sure that participants who complete a program of services not only are able to do specific work but also are able to understand the labor market, reflect appropriate work behavior, communicate effectively in a work environment and be able to continue to upgrade their abilities once placed. It will also mean that the program will invest a substantial amount of personnel and organizational commitment to understanding and meeting employer needs.

SECTION II: AN ORGANIZATIONAL SELF-ASSESSMENT

GOALS AND OBJECTIVES

Too often organizations compete for funds from public agencies and private foundations without adequately determining the extent to which they agree with the goals of the funding agencies. They also fail to assess their ability to achieve the program objectives called for by the grantors. Often times the unfortunate result is wasted time and resources in competing for monies for which they are not funded due to these problems, or if they are funded, an inability to achieve the desired goals, resulting in a loss of current and future opportunities for funding.

Titles IIA, IIB and III carry with them fairly specific goals and objectives. It is essential that funding proponents familiarize themselves with the local SDA's goals and objectives to determine the extent to which their organizations can, and/or have the capacity, to provide the kinds of services called for under the local J.T.P.A. Job Training Plan.

The first step in this process is acquiring a copy of your local SDA's Job Training Plan. Contained in this Plan will be the goals, methods and objectives of the SDA. Depending upon how your state allocates the 8% monies, you may want to contact the state agency responsible for allocating these funds in order to receive their Plan for the allocation of the 8% monies.

In assessing the goals of the Plan, you will see that they will have set out their job training priorities based upon the following:

- the national Performance Standards (updated every two years by DOL);
- state priorities (updated by the state-assigned job training agency); and,
- the local conditions (as defined by the SDA). These goals will discuss the needs of unemployed residents and employers in the SDA geographical areas.

In assessing the methods of the Plan, take note of the linkages, programs and other activities that have been identified by the SDA as needing to be offered to meet the goals of the Plan. The Plan usually outlines employer and agency linkages, recommended training programs, and services that support the training and employer activities.

In assessing the objectives of the Plan, take note of the specific outcomes associated with the provision of services to the unemployed. Provided in the Plan are specific outcomes relating to the number of persons to be served and employed in terms of their sex, age, race, family size, economic status and so forth.

For an organization to decide to enter the J.T.P.A. funding arena, they have to first look at the demands that will be placed on their institution by the funding agency and make a conscious decision based upon their goals, programs and resources to determine whether they are prepared to meet these demands. Internally, the institution will have to look at the existing or new programs which are being identified as candidates for funding and determine if they are able to meet the standards that will be required if they receive J.T.P.A. funding. This

means that an internal assessment will have to be conducted to determine if the following points are able to be met:

- if the program can be offered within the J.T.P.A. time frame;
- if there is staff and institutional commitment and ability to serve the J.T.P.A. target population;
- if there is a philosophic agreement with and capacity to promote the performance based employment orientation of the training;
- if there is an ability to integrate supportive services into the training;
- if there is a commitment to and competence in providing employment and placement services to students who complete the training; and,
- if there is an understanding and appreciation of the targeted populations.

TIMEFRAMES

Although there is no set timeframe associated with J.T.P.A. training programs, there is a national average that appears to be emerging. Most programs provide intensive and short-term training using traditional standards. Training programs designed to employ youth and adults average from two to three months in length. This time includes orientation, training, and employment services. The training runs from four to six hours daily, five days a week during the day and evening hours. Depending on the skills or occupation for which the students are being trained, some programs last as long as six months, with very few programs lasting up to one year or more (these tend to be programs requiring licensing). You will have to look at your SDA's Plan and determine the time frame parameters that they provide and determine if your institution is willing to and can adapt to these requirements.

TARGET POPULATIONS

The local SDA Plan will specify the target populations that are to be served by the funded training programs. Local educational institutions will be able to bear witness to serving the target populations; but because of their responsibilities to serve the entire community, it often times is difficult for them to target specific populations. This relates to outreach as well as to ongoing programming. Because of the requirements to serve specific populations, funded programs have to actively recruit and enroll these populations. Additionally, unless the programs are funded on an individual referral basis, training classes may not be allowed to integrate students who do not meet the eligibility requirements. Once you have determined the SDA's participant characteristic requirements, review these with the staff who will be responsible for designing and running the program. If they do not believe that they can recruit members of the target group themselves, investigate whether there is a local Community Based Organization (CBO) or other group which may have the capability and willingness to work with your institution on recruiting students for the project.

Having determined your ability to recruit the targeted populations, you should find out if your institution is able to provide classes for this group separate from the other students in your programs. Although you may be able to organize services in such a way as to allow other students into classes, the local SDA may

have provisions in the Plan which prohibits this integration. Of course, if your program is asking for funding such as counseling or placement of the target groups, this requirement should not affect your decision to go ahead with a proposal for J.T.P.A. funding.

J.T.P.A. PERFORMANCE BASED CONTRACTS

A critical aspect of J.T.P.A. funding is the concept of performance based contracting which is foreign to most educational institutions. As DOL requires states to achieve specific Performance Standards, state agencies evaluate and monitor SDA's to determine achievement of their performance goals. As a result, most SDA's have adopted requirements that mandates enrolled clients be employed at the end of the program. The payment for rendered services, to the subcontractor, is often tied to the individual participant securing and keeping a job. Therefore, it becomes the program operators responsibility to not only train the student in a given occupation but also to identify employers and help the participant develop sufficient skills to secure employment from the identified employers. An organization that is interested in securing J.T.P.A. funds must look carefully at this requirement and determine their ability to work effectively under such a contract.

Basically a performance based contract requires that a subcontractor achieve particular outcomes before being paid. This requirement may seem onerous; however, depending on how a SDA writes their contracts, the approach of submitting a fixed-priced contract can be more advantageous to an organization than the traditional line-item budget that accompanies most contracts. By using what is known as a "fixed-unit-price" contract, the subcontractor is paid for the achievement of particular benchmarks that are outlined in the subcontract. For example, a subcontractor might be paid 25% for enrolling a student, 35% for students who satisfactorily complete the training program based upon the program outcomes that were articulated in the proposal, and the final 40% for placing the student in an unsubsidized position at or above the target wage for which he or she was trained for and retained in that position. Whereas other SDA's will require a subcontractor to place an enrollee before any payments are made.

Another performance based aspect of the J.T.P.A. program is youth competencies. DOL requires for many youth the achievement of competencies rather than actual employment. The competencies are based on the understanding of how to get a job and how to keep a job. Each SDA specifies the youth competencies to be achieved and the method to be used to assess the achievement of these outcomes.

If the subcontractor has identified a target population and jobs with a training program that they offer, the performance based contract allows them to offer the program without the need to develop complex budgets and account for the use of monies associated with these budgets.

Anyone who has operated these programs knows the nuisance associated with accounting for the funds described above. The performance based subcontract, using the fixed-unit-priced payment method for some is a far superior method to use because the funds are not tied to particular activities. The subcontractor has the freedom to allocate funds to the program as needed rather than having to ask the contractor for approval to modify the budget, which is the case with line-item budgets. Unfortunately, some SDA's are using a combined fixed-unit-priced and line item budgeting process. As you begin to develop your programs make sure you

understand your local SDA's pricing method and then determine if you can work with this method.

IMPORTANCE OF EMPLOYER INPUT

To receive J.T.P.A. funds your institution must be willing to take on the challenges associated with job placement as a performance measure. The performance based aspect of the program requires that all programs develop a very close working relationship with employers who will actually hire trainees who have completed their training. You will be funded not only on the basis of your ability to develop the students' competence in the occupation but also in their ability to secure employment in the occupation after they have been trained. Let's take a closer look at this requirement.

It will, in all probability, force your institution to become more closely aligned with particular employers, to make sure that your students will be able to be employed once they have completed training. Again, J.T.P.A. was set up to provide employment opportunities to persons who were unemployed. It does not look to long-term employment goals of an individual student. It is very functional in that it requires programs to train the participants in skills for which there is an immediate need in the local labor market. As such, your program will have to adapt itself to the needs of the employers more directly than most schools and agencies are prepared to do. There is a justifiable concern on the part of the business community that educational institutions prepare the students not just for a particular job, but to take on a job based upon their real needs and desires.

You and your colleagues will have to determine the extent to which you are willing to agree to this requirement before attempting to design a program. There is little doubt in our minds that once set up, your program will be able to deal effectively with this requirement. In most cases we have discovered that institutions were able to integrate this requirement into their organization in such a way as to enhance their programs. For example, many found that by working more closely with the employer community their programs were better supported by the private sector. This in turn, led to the use of resources and facilities to which they would never have had access previously.

J.T.P.A. SUPPORT SERVICES

J.T.P.A. provides for support services for program participants throughout their participation in the program. Support services include emergency health care, emergency housing assistance, emergency family needs, counseling, transportation, childcare training materials and special services for handicapped students. Although a subcontractor need not offer any or all of these services, they must be prepared to help the student gain access to these services when in need. The Act allows for agencies to subcontract for these services. Most institutions have the capacity to help students in need, however, successful bidders for J.T.P.A. funds are required to orient and provide access to these services in a coordinated manner.

JOB PLACEMENT SERVICES

Finally, institutions must have the capacity to place students in employment or be prepared to subcontract this aspect of the program out to another agency. Going back to our previous discussions related to the operation of these programs, it is essential for you and your colleagues to evaluate the current placement activities of your institution. You must be able to provide ongoing job development, employment assessment and counseling, job search, placement and follow-up services. These five activities must be organized in such a way as to provide your instructional staff ongoing feedback as to what the employer community requires. You should also be able to work with the students within the time frame of the program so that at the completion of the training program the student will be able to secure employment.

SUMMARY

In reviewing the process by which organizations develop vocational training programs, it appears that these programs are organized around fairly specific and well articulated outcome goals. However, although closely aligned with institutional goals and objectives, in many cases we have discovered that they bear little relation to the needs of employers who will hire employees in these fields. Additionally, there is often times little attempt to actively recruit targeted groups of students to these programs as there is little access to them beyond the normal recruiting activities of the organization. As we have already said, recruitment and job placement are as important as the actual training programs themselves in J.T.P.A. funded programs. It is essential that a proponent spend sufficient time and resources to determine the extent to which they can actually provide these services in addition to the training activities themselves. In the following sections we will outline those particular activities you will need to undertake to be able to submit a proposal that can address these issues.

SECTION III: PREPARING FOR A J.T.P.A. PROPOSAL

Proposal development is always based upon first identifying a problem or activity. As most J.T.P.A. Plans, as well as their Request For Proposals (RFP), specify their employment training priorities and the requirement to employ particular target populations, you will be asked to identify the recruitment of clients, the training that will be offered and the placement process. Because employment is the end result, it is best to look first at what labor market needs there are in your community and in surrounding communities. Then, it is essential to determine whether your training program can prepare students in these occupations. Once having made these determinations, compare the employment opportunities and training program with the client base that you will target to serve.

The first step, in determining if existing or proposed training programs are feasible, is to find out the need in the labor market for the targeted occupations. For J.T.P.A. funded programs it is not sufficient to cite trends or labor market studies that point to the need for the occupation. For your purposes you might want to consider providing detailed information on the local labor market by conducting a focused labor market survey of your local businesses. This can be done without a great deal of labor and in all probability can be carried out by using your existing staff and advanced students.

CONDUCTING A LABOR MARKET SURVEY

A labor market study is traditionally defined as a report which provides projections of industry employment opportunities under a number of situations and using a number of assumptions. Information derived from these studies are used by policy makers to project needs in particular occupations, changes in the structure of occupations, training needs for particular occupations and the like. Unfortunately, the nature of these studies is such that they are based upon data which is of the most general sort and then abstracted to provide projections which are helpful at the state and national levels but give little insight into the actual conditions that prevail within counties and their subdivisions.

Labor market projections are available through both public and private sources. The vast majority are aggregate studies and therefore provide little detailed information about the nature of specific geographic areas or the demand for specific jobs or occupations. The studies are concerned more with the general economic and employment environment than they are with specific employment opportunities of a local community. The brief review, which is presented below, of the available studies will provide you with an explanation of the necessary studies that you will need to use to begin your review of the local labor market.

U.S. COMMERCE DEPARTMENT

Census: County Business Patterns updated annually with written reports being issued within 3 to 4 year windows. The current data book deals with business patterns in 1983. Data is collected as a result of the analysis of reports submitted by employers to the Social Security Administration and the Department of Labor.

Census Data updated on a periodic basis with complete data collection completed every ten years. Data are collected from both individuals and businesses through

interviews conducted by field representatives. Special census activities are provided in areas where particular data needs are evident. Current data were collected in 1970 and 1980.

Census of Retail, Service and Manufacturing Industries updated on a quinquennially (every 5 years) basis. Data are collected through questionnaires or through the analysis of administrative records of other Federal agencies. Current data were collected in 1982.

U.S. DEPARTMENT OF LABOR

Bureau of Labor Statistics: Area Wage Surveys updated on a yearly basis. Data are collected every 3 years by field representatives and every third year only information on employment and occupational earnings is collected. Current data were collected in March of 1985.

Employment Projections updated on a periodic basis. Data are collected from the Census Bureau and the Bureau of Labor Statistics and analyzed using macro-economic models for business expansion/contraction. Current data were collected and analyzed in 1984.

STATE EMPLOYMENT STATISTICS

Each state maintains information on the statewide labor market. These data include: namely, annual occupational planning information which projects the growth or contraction in selected industries and occupations; size of firm, which shows on an area wide basis firms size, activities, employees, and the like; and, labor market conditions which provide information on the turnover and activities in business throughout the state.

Proprietary Reports: Such as Dun and Bradstreet updated on an annual basis for major U.S. cities. Field staff interview a reported 80% to 90% of the area businesses to determine the economic health and development of these businesses. Data collection is on an ongoing basis. Additionally, local municipalities through the sponsorship of the Chamber of Commerce and the Private Industry Council may carry out special studies in areas where there is particular interest in the labor market.

Financial Institutions Many financial institutions provide monthly and four semi-annual reports about the economic health and occupational growth potential. Staff economists analyze current economic indicators with selected surveys being conducted in target areas. Data collection is on an ongoing basis.

One of the first things that you must do after you have completed your literature review is to design a method by which you can gather the data needed to understand in more detail the actual economic and employment conditions that prevail within your community. To begin this process you will have to go back and look at the variables that appear to have the greatest significance for your study. There is no way to give you an absolute listing as to what is most and least important. It is important that you realize that the idiosyncrasies of particular communities are important enough to require that these variables be shifted or dropped depending on how you ultimately envision your research.

As you will want to be able to project the need for particular occupations over the coming years, it will be important for you to be able to address the employment needs of local businesses. Once you have decided on the occupations you will want to investigate, you will need to design a study that will convince the SDA that your recommendations are accurate and need to be implemented. Now that you know what you need, you should collect the information that will serve to justify or deny your recommendations. (Further information is available on how to design and carry out a labor market study. Write to Milt Wright & Associates for materials on, How to Construct a Local Labor Market Survey.)

In the process of carrying out the labor market survey you will also be establishing contacts with your local businesses and industries. These contacts will be invaluable in the future, as they will provide you with access to employers in the future, when your program is trying to secure employment for its graduates. Therefore, your task will be twofold; one is to find out what labor market needs there are for particular occupations; and second, once you determine the needs, market your program to the employers as a resource for their labor market needs. Basically you will need to effectively communicate with the employers the many benefits they can accrue by hiring your graduates. In this regard you will want to be sensitive to the genuine needs of the individual employer, coupled with an appreciation of how you can help. In this role you become a job developer, a most essential one for you to fill as this becomes crucial to the success of the project. In a sense you will be preparing the employer for the time when the program will match an applicant to his or her needs.

To be able to adequately address this issue you will have to make sure as the program proposal advances that employer involvement is primary. The employer needs must remain predominant as your institution is defining the program activities. You will want to assess the employer needs by working with the employers to get their requirements as to the capabilities and competencies the student must possess to be hired by the employer. Employers will also have questions as to how you can properly prepare students for employment with his or her firms. It will be necessary for you to assure that there will be ongoing services to make sure that the transition from student to employee will be supported by your organization. Sharing the training program curriculum will provide a way for the employers to decide whether the training will adequately prepare the students for their jobs. Their suggestions can be used to upgrade, modify or support your training program.

There will be other concerns associated with your program which will relate to the participants, the number of applicants that the employer gets on a regular basis, preferential treatment of your participants and additional paperwork. For you to succeed in marketing your program you will have to deal with each of these and assure the employer of your commitment to deal with his or her concerns. In turn you will need the employer's assurance, often in writing, that they will hire one or more of your program's graduates if the students are trained in the areas stressed by the employer and the employer has jobs available.

(For further information on how to integrate this activity into your institution, write to Milt Wright and Associates for information on how to order, Training for Job Developers: A Supervisors Guide.)

PROGRAM REVIEW

Curriculum

Program review is the next step in determining the extent to which your program will meet the needs of the employers by training students in areas that are designated by the employers as being necessary to perform the work of particular occupations. Often times, we assume that our institutions prepare our students with the basic knowledge they need to know and skills they must be able to perform without any confirmation of these assumptions. Because of the necessity to attest to the achievement of the students who will be placed in employment it is essential to determine first that the knowledge and skills that are being taught are, in fact, required to perform the jobs to which they will be referred. The issue is not so much that all training has to be directly associated with the job, but that the instructional breadth be such that it includes all of the areas that employers believe are important for a successful candidate to possess. Examples of knowledge and skills included in these areas but not directly associated with particular vocational programs are the abilities to report to work in a timely way, respond to direction and supervision, show initiative where appropriate and so forth. In conducting the labor market survey and employer assessment you will be able to address the requirements employers have and, where appropriate, be able to integrate these into the training program.

Once having determined the exit requirements for the program, you will have to provide for a fairly detailed curriculum map which will provide evidence that the successful students will be able to carry out those tasks that are considered to be essential by the employer. The map should provide both instructor and student with a clear understanding of those learning activities which will impart the necessary knowledge and skills which are crucial to the competent performance of tasks associated with the occupation. The learning activities should include cognitive characteristics as well as e and psychomotor accomplishments as each of these will, in all probability, be assessed by the employer over the first few months of employment. Prior to actual implementation these activities should be cross-checked with an employer panel or advisory committee to assure that they represent a compendium of essential skills for a particular occupation.

Staff and Services

Finally, you will need to determine the extent to which your institution will be able to provide the services that are called for in the subcontract. First, there is a need to evaluate your instructional staff to determine their willingness and ability to adapt to this system. Without their support and ability to do so, your program is not practical at the outset.

Once you have determine the abilities of your staff, you should assess the support services of the institution to find out which ones can be offered "in-house" and those that you will have to subcontract out.

Facility Review

Secondly, you will need to do a facility review to determine if there is room for the program and if facilities will be available based upon the schedule of activities required of the program.

Additional Resources

Thirdly, you should determine additional resources that will be needed to make the program work. This should be carefully evaluated in reference to cost so that you can project the operation of the program without finding that you do not have sufficient resources in the latter stages of training. After you have completed this task, you must ask if there is support for the program at the upper administrative levels, so that you will be able to proceed without fear of having the institutional support pulled out from under you the minute you run into competition outside or trouble inside achieving your performance goals.

Recruitment

Now that you are ready to offer the program, it is essential for you to determine whether there are potential students who fit the client characteristics of the SDA and who will successfully be able to complete your program. In most cases it has been our experience that many programs assume that they can recruit students that can successfully complete their training programs. It seems that the major problem is finding enough potential students with the appropriate participant characteristics. The pool, as can be expected, will be diverse and many will not be interested in the occupations in which you are proposing to train them. Most institutions have had little experience focusing their recruitment on particular groups and therefore "stall-out" in this area.

If your institution has had little or no experience in recruitment, make sure you develop a cooperative agreement with an agency or group that will be able to refer appropriate clients. This is regardless of the fact that the SDA acts as the referral agency. It is important for you to be able to have your own source of eligible clients. The ultimate success of your program will be based upon your ability to recruit enough motivated students to enter, successfully complete your program, and be placed in jobs for which they were trained.

If you believe that your program can address all of the foregoing, then you are ready to take the next step, writing a proposal for funding.

SECTION IV: SEVEN STEPS IN WRITING A J.T.P.A. PROPOSAL

The proposal writing task is considered by most to be the most difficult and tedious aspect of the proposal process. As the proposal will be used as the means by which you will be monitored and evaluated, it is more important than most documents. Remember the SDA is in your community and they will be evaluated on the success of your project and programs like yours. SDA's look at the original proposal as a contract that, once approved and negotiated, must be followed unless they approve a modification. Your development process, then, must be typified by a realistic and pragmatic approach to each of the elements of your proposal.

STEP ONE: FAMILIARIZE YOURSELF WITH THE SDA JOB TRAINING PLAN AND THE BIDDER'S REQUEST FOR PROPOSAL

If you have followed this manual from the outset, then you have a copy of the SDA's Plan and have familiarized yourself with its contents. Now, if you have not already done so, you must acquire a copy of the SDA's Request for Proposals (RFP). Go over this RFP with care and make sure you understand all elements of the document. You should also attend the Bidders' Conference so that you can ask questions and hear the questions asked by others. Once having developed a basic understanding of the RFP it is wise to meet with a staff member of the SDA. Consider taking in some brief notes on your program along with a sketch of a participant flow chart which describes the way that the student progresses through the program. The SDA staff will be able to discuss your proposal and work with you on any of the technical aspects of your proposal that should be clarified before you submit it for review. It also provides you with an opportunity to develop a relationship and rapport with the SDA staff, a necessary relationship when it comes time to evaluate your proposal.

STEP TWO: HIRE OR HIRE A PROPOSAL WRITER

In terms of your own organization, you should have identified a staff person or hired someone who can write your proposal. This person should have had previous successful grant writing experience and be familiar with your program before being assigned the task of writing the proposal. Ideally the person who will be assigned this task should be involved at the outset so that his or her understanding of the program is based upon experience and interest.

STEP THREE: COMPLETE A TASK AND COST BREAKDOWN

Once having made the writing assignment, there should be a clear breakdown of tasks associated with organizing the proposal. The first concern should be the development of a budget. Depending upon the requirements of the RFP, the budget will be designed so that you will be able to "bid" a price per placement or propose a "line-item budget" for the performance of the tasks associated with the project. Regardless of the budgeting process used, as in the past, you must take a realistic approach. Many subcontractors, in the past, have been so compelled to be funded, that they under-budgeted particular activities and, as a result, were unable to carry out all of the required activities. This has been the case for both "fixed-unit-price" and "line-item" budgeted programs. For your purposes, listing the tasks required to achieve particular outcomes and then laying out the cost of providing the services, labor, materials, equipment and facilities, associated with the tasks, will give your costs internal consistency and realism. You should then check to see if these costs

are competitive with the prices paid per placement in the past. Your final budget should be within this range. Remember, price is an important evaluation criteria.

STEP FOUR: GATHER LETTERS TO DOCUMENT EMPLOYER SUPPORT OF YOUR PROGRAM

For each proposal, you should line up all of your institutional agreements and document with letters of endorsement from each employer. If some of the agreements entail subcontracted work, make sure you include the costs and the nature of the agreement. If you are successful in being funded, most SDA's will require a copy of such agreements to append to your contract. As we have already indicated, you should also make sure to include letters from employers attesting to the fact that they will work with you and, if possible, commitments to hire your graduates. If you cannot get letters of commitment, get letters that the employers will consider to hire your graduates. Remember, you will be evaluated by the SDA based upon your ability to convince them that students completing your program will be employed, or in the case of many youth, will have achieved specific competencies. They cannot turn down proposals that guarantee employment at the end of the program, unless the wage is below the level that the student needs to provide support for him or herself and their families. Letters attesting to your work with and agreements with other local educational agencies, the welfare department, local elected officials, community based organizations, health, childcare, and other support organizations should also be included in your proposal.

In looking to the SDA for funding, you should also consider those providers and programs that have been funded in the past and what the SDA is currently funding. This will give your institution a better idea as to the direction of the SDA. It will also provide you with a listing of the services in your area. Next you should try to determine their relative strengths and weaknesses compared with your proposed programs. This is particularly important as you will be competing with them for funds, clients and jobs. Don't worry, they will be doing the same thing.

STEP FIVE: DETAIL HOW AND WHAT YOU PROPOSE TO DO FOLLOWING THE SPECIFICATIONS LISTED IN THE RFP

The RFP will specify the participant characteristics that must be represented in the program proposals. It will also specify the method by which clients are to be referred and assessed. You will have to show in your proposal how you will integrate into this system and how you will be able to support its operation. In those areas where the requirements are not specified, you will have to describe the process by which you will recruit, refer and determine eligibility. Again, make sure that the process you propose is consistent with the program of activities that you laid out as you designed the program. After you have described the process by which you enroll a student, you will have to provide evidence that the students will be placed in the proper level depending upon his or her language, computation and manual skills. Once their skills and knowledge are assessed, you will need to describe the process by which students are moved efficiently from lower to higher levels, until they complete the program using competency based exams which should attest to the particular skills they have achieved.

STEP SIX: DETAIL ADDITIONAL ASSETS REGARDING YOUR STAFF, CURRICULUM, MATERIALS, FACILITY, ETC.

The design of the curriculum should indicate the involvement of and agreement of area employers. It should also reflect a contemporary and "state-of-the-field" approach to presenting the course materials to the students. This should include, at a minimum, consideration of systems that will provide adequate feedback to students and faculty regarding the students progress, materials that are free of cultural, racial, sexual and age biases, ratio of students to instructors/aides, qualifications of instructors, description of facilities and materials, length of program, schedule of classes, class sizes, open or closed classes, and other information about the classes and the curriculum that is requested by the funding source.

STEP SEVEN: PROVIDE DETAILS OF YOUR PROGRAM REVIEW

You should take the information that you have developed on the local labor market, client base and employer community, and weave it into the proposal based upon how these elements will provide jobs with specific employers for particular clients. You should then include, in detail, the results of your program review to provide substance to your proposal. As most of you will not have had a developed job placement program in place, it will be essential for you to describe how you plan to offer this service in detail or who you will subcontract with to offer this service. As most SDA's realize that this is the lynchpin between the service program and the jobs, and that educational institutions have been prone to pay less attention to this aspect of their activities, the SDA will require a very careful and thoughtful description of this aspect of your proposal.

Included in this discussions should be specific statements as to how you will market your program to employers so that they will consider hiring your graduates, the qualifications of your job development staff, a referral system which is capable of dealing with the number of graduates you project to serve during the course of the program, and a thorough and ongoing follow-up system that will support participants after job placement.

As you are an ongoing educational institution, a description of your other programs and how they may interface with this program should be included. In most cases this is an in kind contribution that can be set forth and used as further justification for funding your program. It also can attest to your ability to serve the target population better than other organizations. Since some proposals come from public educational agencies, a description of where the institution is in terms of its ability to receive additional funds, from other sources, should be articulated in the proposal so that no confusion will develop over the fact that the institution might collect from both the SDA and state for providing the same services.

SECTION V: NEGOTIATING YOUR PROPOSAL THROUGH THE FUNDING MAZE

Once you have prepared a response to the RFP you must continue to work on its approval. Actually, you will have been working on the approval of the proposal all along. By meeting with employers, other service providers and P.I.C. staff you will have begun to be known in the community as a potential new player. This will not always be widely accepted by representatives of all sectors. In fact, most will probably be upset that you are invading their "turf". If you cannot deal with this kind of reaction, do not enter the court, because it will most assuredly happen. The funding base is ever decreasing; as you have experienced a decrease in funds for your programs, all other programs are experiencing similar cutbacks. You are entering an environment which is highly competitive and many organizations depend upon these funds for their existence. Obviously additional competition for these funds will not be welcomed.

Let us say that you decide to go ahead and apply for J.T.P.A. funding. The next step is to see how you can enter the J.T.P.A. arena. Probably the best way, and the method that has been most successful, is by getting yourself or a representative appointed to the Private Industry Council (P.I.C.). Remember the P.I.C. is the appointive body that sets out the SDA Plan, approves program priorities, and approves the funded subcontracts. At a minimum, you should attend the P.I.C. and appropriate committee meetings. Whether or not it is available, you should try to get on the P.I.C. or to get appointed to one of the advisory committees. That will give you access to the ongoing operation and provide exposure for you and your institution that, in time, should prove to be useful in getting your programs funded.

Short of obtaining a seat on the P.I.C. or on an advisory board, you should get a list of persons who will be on the committee evaluating the proposals. Once determining the makeup of the committee you should see who you or members of your institution know. Make your program and yourself known to them so that they have some familiarity with the program before they are asked to evaluate it. If no one knows about the program, it will make little difference just how effective it is. Because there will be so much competition over the ongoing programs and those that they know about, your proposal will receive little or no attention. Remember, you are entering a highly competitive and public arena. You must be willing to show you believe in your program and are willing to fight for its funding.

As previously suggested, you should also work on developing informal relationships with the SDA staff so that they will know about your program and be able to attest to its fitting in with the criteria of the SDA RFP. Also, make sure the SDA staff are aware of your commitment to the program. As the SDA staff will be busy preparing materials for submission to the committee that will evaluate the proposals, work with them early enough that they won't be over worked and pressured when you are discussing the contents of your proposal.

Finally, you are trying to access funds that will be finally approved by elected officials. Do not neglect this group when promoting your program. As with the SDA appointees, identify those officials with whom you and/or your institution have relations. Work with them on presenting your program. They should become your leading advocates. As such, they can run interference for you when your program is being considered for funding on both the SDA and governmental levels.

SUMMARY

There you have it, a crash course on how to develop, set up, write and advocate for J.T.P.A. funding. At the outset we indicated that the process was not difficult but would require you to carry out a careful institutional review, allocate appropriate resources, develop partnerships with area organizations and write all of this up within a fairly specific framework.

If you have considered all of the factors we have referred to above, it is our belief that you will have a very good chance for funding under the current J.T.P.A. guidelines. Most importantly, if you have conducted a thorough program review and self-assessment and come out with a belief that you can provide a program according to the conditions that we have set out, you not only have a good chance of being funded but in all probability, will have a very successful program.

As we stated in the beginning we have not provided you with a "how-to" manual. We have provided you with a series of guide posts which, if followed carefully, should assist you in putting together a proposal which merits a positive review and consideration by your local SDA. We hope that this manual has been helpful. If you have any comments or suggestions regarding its contents please do not hesitate in contacting us by writing to Milt Wright and Associates, 17624 Romar Street, Northridge, CA 91325.

APPENDIX A
JTPA TRIVIA QUIZ

DIRECTIONS: Answer the following multiple choice and True-False questions by checking the appropriate space.

1. The Job Training Partnership Act (JTPA) is:
 - (a) an extension of CETA
 - (b) an augmentation of CETA
 - (c) the replacement for CETA
 - (d) CETA, The Movie

2. Under JTPA, which of the following client groups have received more emphasis than under any previous federal legislative act?

<input type="checkbox"/> (a) refugees	<input type="checkbox"/> (d) youth
<input type="checkbox"/> (b) veterans	<input type="checkbox"/> (e) the easy-to-place
<input type="checkbox"/> (c) displaced workers	

3. The federal JTPA legislation contains eight separate Titles which authorize various job training programs and activities. _____ T _____ F

4. Title IIA specifies training services for adults while Title IIB specifies training services for youth. _____ T _____ F

5. Titles IV and V are administered nationally by the Department of Labor (DOL). _____ T _____ F

6. What percentage of JTPA funds is allocated for training?

<input type="checkbox"/> (a) 78%	<input type="checkbox"/> (b) 50%
<input type="checkbox"/> (c) 70%	<input type="checkbox"/> (d) 22%

7. What percent of 78% JTPA funds is reserved for persons with employment barriers, regardless of income?

<input type="checkbox"/> (a) 15%	<input type="checkbox"/> (b) 25%
<input type="checkbox"/> (c) 8%	<input type="checkbox"/> (d) 10%

8. On the state level, what percentage of the IIA funds are sent to the SDA's?

<input type="checkbox"/> (a) 92%	<input type="checkbox"/> (b) 78%
<input type="checkbox"/> (c) 50%	<input type="checkbox"/> (d) 22%
<input type="checkbox"/> (e) as little as possible	

9. Which of the following factors does not serve as criteria for JTPA eligibility?
 - (a) have income at or below the poverty level
 - (b) have income at 70% of the Bureau of Labor Statistics average annual rate
 - (c) be receiving welfare assistance
 - (d) be receiving food stamps
 - (e) be an unemployed head of household

10. Which of the following activities do not receive JTPA funding?
- (a) training for the elderly
 (b) recruitment
 (c) technical assistance
 (d) performance awards to SDA's
11. What percent of all JTPA funds allocated to the states is set aside for coordination with education?
- (a) 12% (b) 8% (c) 6% (d) 0%
12. SDA (Service Delivery Area) funds, like state funds, are allocated principally on the number of economically disadvantaged people living in the area. T F
13. The minimum population for a political jurisdiction to qualify as an SDA is:
- (a) 200,000 (b) 50,000 (c) 500,000
 (d) 1,000,000
14. Private sector participation in JTPA is primarily at the program operations level. T F
15. A PIC (Private Industry Council) may represent more than one SDA if these are within same county. T F
16. Majority membership on a PIC must be drawn from:
- (a) eligible JTPA participants
 (b) people with experience in the field of employment and training
 (c) representatives of the United States Employment Services
 (d) representatives of the private sector
 (e) friends of the governor
17. PIC members are:
- (a) appointed (b) drafted (c) elected
 (d) sentenced
18. The chairman of the PIC must be:
- (a) from private industry
 (b) a chief operating officer of a governmental employer
 (c) a local elected official
 (d) crazy
19. Although PIC's are required to set policy, some PIC's merely take on an advisory and oversight role, while others act both as the administrative entity and the grant recipient. T F
20. Local PIC's and officials submit to the governor JTPA plan, covering:
- (a) a six-month program (b) a one-year period
 (c) a two-year program (d) a three-year period.

21. The PIC can approve a budget for itself, hire staff, accept contributions, and grant funds from both public and private sources. _____ T _____ F
22. Education representatives on the PIC are selected from individuals nominated by local elected officials. _____ T _____ F
23. All PIC's are made up of twelve members. _____ T _____ F
24. The overseeing of all local programs is primarily the function of:
 _____ (a) Divine Providence
 _____ (b) local elected officials
 _____ (c) chief executives of selected private sector companies
 _____ (d) the PIC
25. Agreement between the PIC and local elected officials is required on most major policy issues except for the selection of grant recipients. _____ T _____ F
26. Which of the following is NOT included as "Supportive Services" under JTPA?
 _____ (a) transportation
 _____ (b) health care
 _____ (c) special services for the handicapped
 _____ (d) child care
 _____ (e) meals
 _____ (f) temporary shelter
 _____ (g) financial counseling
 _____ (h) designer drugs
27. On-The-Job-Training provides the opportunity for employers to receive reimbursement for hiring and training temporary employees at the worksite. _____ T _____ F
28. The cost of classroom training under JTPA includes the cost of supplies, instructors, counselors and other necessary staff. _____ T _____ F
29. Only high school seniors planning to enter the labor force full time are eligible for School-to-Work Transition Programs. _____ T _____ F
30. A Targeted Job Tax Credit is a reimbursement of \$4,500 to the employer of any welfare recipient who stays on the job for at least twelve months. _____ T _____ F
31. In carrying out many state functions under the Act, the governor must share authority with a State Job Training Coordinating Council (SJTCC) appointed by the Secretary of Labor. _____ T _____ F
32. SJTCC's can operate their own programs and provide direct services. _____ T _____ F

33. A specific and detailed Grant Recipient Selection Process (GRSP) is mandated by JTPA. T F
34. JTPA mandates that each SDA must serve those most in need of services rather than those most likely to benefit from services.
T F
35. The performance standard system reflects the characteristics of those participants who:
 (a) are eligible for public assistance
 (b) enroll in a JTPA funded program
 (c) have terminated the program
 (d) obtain self-sufficiency through gainful employment
36. Which of the following is not a JTPA performance measure for adults?
 (a) entered employment rate
 (b) entered employment rate of welfare recipients
 (c) average wage at placement
 (d) employment retention rate
 (e) cost per entered employment
37. Positive termination rate refers to the number of youth who completed a JTPA Youth Exemplary Program and obtain employment as a result.
T F
38. The national standard for an entered employment rate for adults is:
 (a) 72% (b) 62% (c) 50% (d) 42%
39. The national standard for the average wage at placement is:
 (a) \$5.10 (b) \$3.35 (c) \$4.91 (d) \$3.85
40. The national standard for a youth entered employment rate is lower than that of an adult welfare recipient. T F
41. The national standard for the cost per entered employment for adults is lower than that of a cost per positive termination for youth.
T F
42. The national performance standard system allows for "local adjustment factors" which fall into three major categories. Which of the following is not one of those categories?
 (a) characteristics of clients served
 (b) length of training
 (c) type of training (i.e. OJT, classroom, etc.)
 (d) local economic conditions
43. The total number of welfare recipients in an SDA is included in the performance standard system as an indicator of local economic conditions.
T F

44. The United States Employment Services has the responsibility for establishing performance measures and setting the national performance standards. _____ T _____ F
45. JTPA promotes flexibility at the local level for policy making and program planning. Once the PIC has calculated its performance standards, however, those measures must be stringently adhered to throughout the two year period covered in the Job Training Plan. _____ T _____ F

JTPA TRIVIA QUIZ

ANSWERS

1. The Job Training Partnership Act (JTPA) is:

- (a) an extension of CETA
- (b) an augmentation of CETA
- (c) the replacement for CETA
- (d) CETA, The Movie

(c) The Job Training Partnership Act (JTPA) of 1982 replaces the Comprehensive Employment and Training Act (CETA) of 1973.

2. Under JTPA, which of the following client groups have received more emphasis than under any previous federal legislative act?

- | | |
|--|--|
| <input type="checkbox"/> (a) refugees | <input type="checkbox"/> (d) youth |
| <input type="checkbox"/> (b) veterans | <input type="checkbox"/> (e) the easy-to-place |
| <input type="checkbox"/> (c) displaced workers | |

(c) Title III of JTPA provides for a separate, state-administered training and employment aid program for dislocated workers.

3. The federal JTPA legislation contains eight separate Titles which authorize various job training programs and activities. _____ T _____ F

False. The federal JTPA legislation contains five separate Titles which authorize various job training programs and activities.

4. Title IIA specifies training services for adults while Title IIB specifies training services for youth. _____ T _____ F

False. Title IIA serves the training needs of economically disadvantaged adults and youth of which 40% of the dollars in the category must be spent on services to youth; Title IIB provides funds for summer youth employment.

5. Titles IV and V are administered nationally by the Department of Labor (DOL). _____ T _____ F

True. Grants are subcontracted to local areas or agencies.

6. What percentage of JTPA funds is allocated for training?

- (a) 78%
- (b) 50%
- (c) 70%
- (d) 22%

(c) At the local level, a minimum of 70 percent of the funds must be spent on training and related costs, with a maximum of 15 percent allowed for

administrative expenses and 15 percent for supportive services such as child care, transportation, stipends, and allowances not permitted in the 70 percent category.

7. What percent of 78% JTPA funds is reserved for persons with employment barriers, regardless of income?

(a) 15% (b) 25% (c) 8% (d) 10%

(d) Ten percent of JTPA funds is reserved for persons with employment barriers regardless of income. (This is optional at local S.D.A. level.)

8. On the state level, what percentage of the IIA funds are sent to the SDA's?

(a) 92% (b) 78% (c) 50% (d) 22%
 (e) as little as possible

(b) Of the total IIA JTPA federal funds allocated to states, 78 percent is allocated to the local service delivery areas.

9. Which of the following factors does not serve as criteria for JTPA eligibility?

(a) have income at or below the poverty level
 (b) have income at 70% of the Bureau of Labor Statistics average annual rate
 (c) be receiving welfare assistance
 (d) be receiving food stamps
 (e) be an unemployed head of household

(c) Ninety percent of JTPA funds are reserved for persons who meet at least one of the criteria listed in (a) - (d). Being an unemployed head of household does not serve as eligibility criteria.

10. Which of the following activities do not receive JTPA funding?

(a) training for the elderly
 (b) recruitment
 (c) technical assistance
 (d) performance awards to SDA's

(b) Recruitment activities are not specially funded by JTPA but are the responsibility of the funded programs. However, of the 22 percent monies funded at the state level, 3 percent is reserved for training of the elderly, 6 percent is reserved for performance awards to service delivery areas, and technical assistance, and 5 percent is reserved for state administration and statewide training activities. (The remaining 8 percent is reserved for coordination with education.)

11. What percent of all JTPA funds allocated to the states is set aside for coordination with education?

(a) 12% (b) 8% (c) 6% (d) 0%

- (b) Eight percent of IIA JTPA funds allocated to the states is set aside for coordination with education. Each state determines how this coordination occurs and which state agency is responsible.

12. SDA (Service Delivery Area) funds, like state funds, are allocated principally on the number of economically disadvantaged people living in the area. T F

False. SDA funds are allocated based on the same formula for state allocations but using the following formula:

- one-third based on the number of unemployed people living in areas of substantial unemployment;
- one-third based on the number of economically disadvantaged people; and,
- one-third based on the excess number of unemployed people (i.e., those resulting from an SDA unemployment rate over 4.5 percent).

13. The minimum population for a political jurisdiction to qualify as an SDA is:

(a) 200,000 (b) 50,000 (c) 500,000
 (d) 1,000,000

- (a) The minimum population for a political jurisdiction to qualify as an SDA is 200,000 or more. An SDA can also be a state or sub-state designated by the governor.

14. Private sector participation in JTPA is primarily at the program operations level. T F

False. The private sector has an equal role with the public sector in deciding how funds are administered and managed at the local level.

15. A PIC (Private Industry Council) may represent more than one SDA if these are within same county. T F

False. All service delivery areas must establish its own PIC.

16. Majority membership on a PIC must be drawn from:
- (a) eligible JTPA participants
 - (b) people with experience in the field of employment and training
 - (c) representatives of the United States Employment Services
 - (d) representatives of the private sector
 - (e) friends of the governor
- (d) Majority membership on a PIC must be drawn from representatives of the private sector. Other PIC members must include representatives of educational agencies, organized labor, rehabilitation agencies, community based organizations, economic development agencies, and the public employment service.
17. PIC members are:
- (a) appointed
 - (b) drafted
 - (c) elected
 - (d) sentenced
- (a) PIC members are appointed by local elected officials.
18. The chairman of the PIC must be:
- (a) from private industry
 - (b) a chief operating officer of a governmental employer
 - (c) a local elected official
 - (d) crazy
- (a) The chairman of the PIC must be from private industry.
19. Although PIC's are required to set policy, some PIC's merely take on an advisory and oversight role, while others act both as the administrative entity and the grant recipient. T F
- True. The PIC is active in defining its own role; it could negotiate to run the entire program or it could decide to simply act in an advisory and overseeing role.
20. Local PIC's and officials submit to the governor JTPA plan, covering:
- (a) a six-month program
 - (b) a one-year period
 - (c) a two-year program
 - (d) a three-year period
- (c) Local PIC's and elected officials submit to the governor the Job Training Plan which covers a two year period.
21. The PIC can approve a budget for itself, hire staff, accept contributions, and grant funds from both public and private sources.
- T F
- True. Some P.I.C.s are not able to accept funds from private foundations unless they have incorporated as a non-profit corporation.

22. Education representatives on the PIC are selected from individuals nominated by local elected officials. _____ T _____ F

False. Education representatives are selected from among nominations submitted by public, private and proprietary schools in the SDA. They are appointed by the local elected officials.

23. All PIC's are made up of twelve members. _____ T _____ F

False. Each PIC, with the local elected officials can determine how many members it shall have.

24. The overseeing of all local programs is primarily the function of:

- _____ (a) Divine Providence
- _____ (b) local elected officials
- _____ (c) chief executives of selected private sector companies
- _____ (d) the PIC

- (d) At a minimum, JTPA requires that the PIC maintain two functions:

- The PIC must approve the plan which describes who will be served, the general nature of those services, and the allocation of resources (Job Training Plan);
- The PIC must oversee the policy and activities carried on in the SDA under JTPA.

25. Agreement between the PIC and local elected officials is required on most major policy issues except for the selection of grant recipients.

_____ T _____ F

False. Agreement between the PIC and local elected officials is required on most major policy issues including:

- selection of grant recipient
- selection of program administrator(s)
- procedures for plan development
- final program plan and budget

26. Which of the following is NOT included as "Supportive Services" under JTPA?

- _____ (a) transportation
- _____ (b) health care
- _____ (c) special services for the handicapped
- _____ (d) child care
- _____ (e) meals
- _____ (f) temporary shelter
- _____ (g) financial counseling
- _____ (h) designer drugs

- (h) Designer drugs

27. On-The-Job-Training provides the opportunity for employers to receive reimbursement for hiring and training temporary employees at the worksite. _____ T _____ F

False. On-The-Job Training provides the opportunity for employers to hire and train permanent employees at the worksite and be reimbursed for training costs.

28. The cost of classroom training under JTPA includes the cost of supplies, instructors, counselors and other necessary staff. _____ T _____ F

True.

29. Only high school seniors planning to enter the labor force full time are eligible for School-to-Work Transition Programs. _____ T _____ F

False. School-To-Work Transition Programs are for high school dropouts as well as high school seniors planning to enter the labor force full time.

30. A Targeted Job Tax Credit is a reimbursement of \$4,500 to the employer of any welfare recipient who stays on the job for at least twelve months.

_____ T _____ F

False. The Targeted Job Tax Credit is a federal program through which employers who hire people from among nine categories receive a tax credit of up to \$3000 for the employee's first twelve months and \$1500 for the second twelve months of employment.

31. In carrying out many state functions under the Act, the governor must share authority with a State Job Training Coordinating Council (SJTCC) appointed by the Secretary of Labor. _____ T _____ F

False. The State Job Training Coordinating Council (SJTCC) is appointed by the Governor.

32. SJTCC's can operate their own programs and provide direct services.

_____ T _____ F

False. The state council's overall function is to plan, coordinate and monitor employment and training programs and services in the state; it is not permitted to operate programs or provide services directly to eligible participants.

33. A specific and detailed Grant Recipient Selection Process (GRSP) is mandated by JTPA. _____ T _____ F

False. The local job training plan is required to specify local procedures for selecting service providers - a specific selection process is not mandated by law.

34. JTPA mandates that each SDA must serve those most in need of services rather than those most likely to benefit from services.

T F

False. In determining whom to serve, PIC's have basically two policy options: serving those most in need or serving those most likely to benefit. Serving those most in need typically results in more expensive programs requiring longer training periods and resulting in fewer positive outcomes. An advantage to the performance standard system, however, is that it "pays" to serve the 'harder to place' as well as the "job ready" participants.

35. The performance standard system reflects the characteristics of those participants who:

- (a) are eligible for public assistance
- (b) enroll in a JTPA funded program
- (c) have terminated the program
- (d) obtain self-sufficiency through gainful employment

(c) The performance standard system reflects the comparison of the characteristics of those participants who have terminated the program from established state norms.

36. Which of the following is not a JTPA performance measure for adults?

- (a) entered employment rate
- (b) entered employment rate of welfare recipients
- (c) average wage at placement
- (d) employment retention rate
- (e) cost per entered employment

(d) Employment Retention Rate is not a JTPA performance measure for adults. It is, however, a factor which is tied to payment for most performance based contractors.

37. Positive termination rate refers to the number of youth who completed a JTPA Youth Exemplary Program and obtain employment as a result.

T F

False. Positive termination rate refers to the number of youth who had a positive termination as a percentage of all youth who terminated. Positive terminations include entered employment, obtained employability enhancements, or attained PIC-approved youth competencies.

38. The national standard for an entered employment rate for adults is:

- (a) 72%
- (b) 62%
- (c) 50%
- (d) 42%

(b) The national standard for an adult entered employment rate is 62 percent.

39. The national standard for the average wage at placement is:
 (a) \$5.10 (b) \$3.35 (c) \$4.91 (d) \$3.85

(c) The national standard for the average wage at placement is \$4.91.

40. The national standard for a youth entered employment rate is lower than that of an adult welfare recipient. T F

True. The national standard for a youth entered employment rate is 43 percent while the national standard for a welfare entered employment rate is 51 percent.

41. The national standard for the cost per entered employment for adults is lower than that of a cost per positive termination for youth.
 T F

True. The national standard for the cost per entered employment for adults is \$4,374 while the cost per positive termination for youth is \$4,900.

42. The national performance standard system allows for "local adjustment factors" which fall into three major categories. Which of the following is not one of those categories?

- (a) characteristics of clients served
- (b) length of training
- (c) type of training (i.e. OJT, classroom, etc.)
- (d) local economic conditions

(c) The national performance standard system allows for "local adjustment factors" which fall into the following three categories: characteristics of clients served, length of training, and local economic conditions. The type of training provided is not considered an adjustment factor.

43. The total number of welfare recipients in an SDA is included in the performance standard system as an indicator of local economic conditions.

T F

False. Indicators of local economic conditions are as follows: average annual wage, population density, number of families below poverty level, and the unemployment rate. The total number of welfare recipients is not one of those factors.

44. The United States Employment Services has the responsibility for establishing performance measures and setting the national performance standards.

T F

False. The responsibility for establishing performance measures and setting the national performance standards belongs to the Department of Labor.

45. JTPA promotes flexibility at the local level for policy making and program planning. Once the PIC has calculated its performance standards, however, those measures must be stringently adhered to throughout the two year period covered in the Job Training Plan. _____ T _____ F

False. Private Industry Councils must continually replan program strategies based on what is working or not working in order to exceed expected performance levels. The changing needs of the labor market, of the eligible population and the results of oversight activities will all affect the performance standards of the SDA. An SDA is evaluated primarily on actual performance in relation to its recalculated performance standards.

APPENDIX 3

**CHECKLIST
FOR
PLANNING AND WRITING
A
JTPA PROPOSAL**

Presented below is a checklist designed to provide you with an easy reference guide to use as you design and write a response to your local SDA's Request For a Proposal (RFP). You may want to refer to it as you determine the extent to which your current programs meet the design and outcome criteria required by your local SDA. It is also a good guide as you look to developing a new program. As each SDA is different, we cannot guarantee that the checklist will be all inclusive. Therefore, we would recommend that you use this checklist along with the specific criteria laid out in your local SDA's RFP.

<u>PHASE</u>	<u>STATUS</u>
INFORMATION COLLECTION AND PREPARATION	
I. Obtain copies of the local SDA's area plan and RFP.	_____
II. Secure a list of the current staff and directors of the SDA.	_____
III. Obtain copies of the 8% and 78% Regulations and Act.	_____
IV. Obtain information as to which agencies are currently receiving JTPA funds, the activities for which they are being funded and their level achievement as defined by the SDA.	_____
V. Identify local LEA, welfare agencies and other appropriate agencies and collect information regarding local programs and needs.	_____

PROGRAM DEVELOPMENT AND DESIGN

- I. Assign/hire a staff person with experience and abilities in program development to take on the responsibility of designing and writing the proposal.

- II. Carry out an internal needs assessment to determine the extent to which resources necessary to carry out a JTPA funded program are available.
- III. Assess service area in terms of the local labor market needs.
- IV. Assess service area in terms of the local training needs of residents who are identified as JTPA eligible clients.

PREPARATION PROCESS

- I. Develop a process by which information is related to JTPA needs in the following areas:
 - Target populations
 - Education needs
 - Training needs
 - Price
 - Coordination, cooperation and collaboration
- II. Identify and specify key project elements:
 - the program
 - the goals
 - the objectives
 - the cost estimates
- III. Attend local SDA (including PIC Board as well as subcommittees and other appropriate groups) meetings regularly.
- IV. Promote your organization's role on appropriate committees of the local SDA.
- V. Promote your organization and program's goals and objectives to appropriate members and staff of the SDA.
- VI. Foster relationships with local employers for the purpose of employment development.

PROPOSAL DEVELOPMENT

I. Referral and Registration (Intake Procedures)

- Describe procedures, paper flow and timelines.
- Describe demographics of target group(s):

_____	Number
_____	Sex
_____	Educational attainment
_____	Economic level
_____	Race and ethnicity
_____	Age
- Describe eligibility determination process.
- Outline procedures for referring.

II. Assessment and Guidance

- Describe criteria for placing clients in classroom:

_____	Basic skills
_____	Vocational skills
_____	Ability levels
- Develop evaluation of participants progress based upon specific criteria.

III. Curriculum and Instruction

- Develop curriculum and instruction which reflects local labor market needs.
- Design program to motivate and train students to apply specific skills through the use of the following:

_____	Instructional media
_____	Demonstrations
_____	Hands on opportunities
_____	Computer assisted instruction
_____	Films and audio cassettes
_____	Modular instruction
- Develop monitoring system for progress to be constantly monitored with feedback based upon the achievement of competencies built into ongoing instruction.
- Design instructional materials which are free of cultural, sexual, and age biases.

- Develop proposal materials which include the following:
 - _____ Ration of students to instructors/aides
 - _____ Program and experiential qualifications of instructional staff
 - _____ Entrance requirements for students
 - _____ Description of school facility:
 - _____ location
 - _____ proximity to public transportation
 - _____ handicap facilities
 - _____ hours and days of operation
 - _____ minimum/maximum class size
 - _____ open/closed enrollment
- Specify program requirements and outcome competencies:
 - _____ Attendance criteria
 - _____ Pre and post tests
 - _____ Required achievement and proficiency levels
 - _____ Specify competencies to be achieved
 - _____ Job placements:
 - _____ DOT codes
 - _____ Target wage
 - _____ Full or part time
- Design course descriptions.
- The following job placement elements are in place:
 - _____ Job development outreach
 - _____ Employer development and assistance
 - _____ Qualified job placement staff who have been trained in evaluation and performance standards
 - _____ A referral network able to serve projected population
 - _____ An employment follow-up system to support students and employers
- Access ability to adjust to schedule demands:
 - _____ JTPA funding requirements
 - _____ Provide alternative class schedules that meet timelines set out by JTPA
- Develop organization of program so that reporting will fit into JTPA requirements, timeframes, and forms/formats.

- Address the following funding considerations:
 - _____ Current CAP and procedures to be used if the institution goes above its CAP
 - _____ Specifics regarding funding based upon both in-kind and/or matching funds
 - _____ Clear delineation of line-item versus performance based reimbursements for program costs
 - _____
- For fixed-unit price contracts:
 - _____ exact definitions of each payment unit
 - _____ criteria and amounts for partial payments
 - _____ timelines for payments
 - _____ allowance for advances, if any
 - _____ definition of placement
 - _____ definition of retention

ORDER FORM

Accessing Private Industry Council Funding

Written by Michael Howe, 1987. This manual examines JTPA and provides local agencies and institutions the ability to assess and develop their strengths in accessing these funds. The manual is highlighted into several sections that you can use in designing and presenting a project which can be funded. This manual is an essential tool if you want to design and write a winning JTPA proposal.

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